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The Honorable Robert B. Anderson
Deputy Secretary of Defense
Department of Defense
Washington, D. C.

Dear Bob:

On 18 October I wrote you a letter about the coordination of functions in the field of ELINT and asked the opportunity to have a good talk with you before either of us reached conclusions on the subject. I know that you have been out of town recently and that probably there has not been the opportunity for us to get together.

On 22 November I received from Bill Godel a draft NSCID on ELINT which he indicated was the result of full discussion in the Department of Defense and had your tentative approval.

We have given this directive most careful consideration, and while we are in agreement with much of it, we find some rather fundamental points of difference.

We view the ELINT effort as a problem of intelligence collection abroad, and we feel that the general principles applicable to this type of activity should be fitted into the framework which we are developing in the entire field of intelligence collection. Ever since the National Security Act of 1947 established the Central Intelligence Agency, we have been building up a cooperative program with the other Intelligence Services for the collection, exploitation, and dissemination of intelligence. This has been effectively handled through the Intelligence Advisory Committee, the United States Communications Intelligence Board, and other related representative bodies. We are making good progress and developing a spirit of team play which would have seemed impossible a few years ago.

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I firmly believe that we can fit the ELINT work into this structure and that it is not necessary, in effect, to lodge the basic responsibility for the exploitation of ELINT in one of the collection agencies, giving the intelligence community as represented by USCIB a very nebulous advisory function.

Today the main instrument for the collection of ELINT is the Air Force. There are, however, other collection agencies not under the administrative control of the Department of Defense which have substantial resources and are already in the collection field. As time goes on I believe that the clandestine collection effort and the production which can be obtained through both overt and covert negotiations with friendly foreign governments will play an increasingly important role in the ELINT field.

In order to give you a concrete idea of our line of thought, I sent a tentative revised draft of Directive and would welcome an opportunity to discuss this with you, as well as the basic intelligence collection problem involved, at your convenience.

Faithfully yours,

ALLEN W. DALLIS

Allen W. Dallis
Director

Encl.

AWD:mec

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CIA

DRAFT NATIONAL SECURITY COUNCIL INTELLIGENCE DIRECTIVE

Organization of U.S. ELINT Effort

✓ 1. Electronics Intelligence (ELINT) is an important and may become a uniquely valuable source of intelligence. The term ELINT is defined as the observation, recording, and processing for ^{later} intelligence purposes of foreign non-communications electromagnetic radiations. [The ELINT effort includes the production of ELINT information requirements, the collection and reduction of raw information, the technical analysis of the data collected; the evaluation of the data and its synthesis with data from non-ELINT sources, the production and dissemination of finished ELINT intelligence, and research and development.]

[2. The Department of Defense (including its Military Services and the National Security Agency) and the Central Intelligence Agency are principally involved in the national ELINT effort. All of these agencies have an immediate concern with the end product.]

[3. The U.S. ELINT effort can be made most effective if it is operated in response to a single policy direction; with collection responsive to the needs of all interested elements of the government; with technical analysis of data on a coordinated basis, including provision for centralized analysis wherever necessary for the effective handling of matters of common concern; and with coordinated technical research and guidance to the operating and collection units. There must be provision for beneficial interaction and mutual support of ELINT and COMINT, and for a coordinated mechanism for dealing with foreign governments in ELINT matters.]

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4. [It is recognized that effective military operations require that the authority of operational commanders over their own ELINT units and equipment be unabridged. It is also recognized that the carrying out of clandestine operations requires a considerable degree of operational autonomy and secrecy. On the other hand,] full dissemination of ELINT information obtained by any agency must be made to all interested agencies.

5. In order to achieve the objectives set forth above, while preserving the principles of the chain of command, and pursuant to the provisions of Sections 101 and 102 of the National Security Act of 1947, as amended, THE NATIONAL SECURITY COUNCIL AUTHORIZES AND DIRECTS THAT:

(a) The U.S. Communications Intelligence Board (USCIB), in addition to its authority and responsibility as defined in NSCID #9, and without change therein or prejudice thereto, and operating under the procedures established under paragraph 1(f) of that Directive, shall be the National policy and coordinating body concerning ELINT. It will develop National ELINT policy for approval by the National Security Council, where appropriate, including policy concerning: the optimum development and utilization of U.S. ELINT resources, relationships between ELINT and COMINT, and, subject to the provisions of NSCID #5, policy arrangements with foreign governments in the field of ELINT.

(b) USCIB shall establish a standing Executive Committee on ELINT, to be composed of representatives of the Department of Defense, Army, Navy and Air Force, the National Security Agency, and the Central Intelligence Agency. Representatives of the Department of State and

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of the Federal Bureau of Investigation shall also be authorized to participate with the right to vote, on matters which they or either of them, consider to be of concern to them. The Executive Committee on ELINT shall, subject to the guidance of USCIB, have such functions as may be assigned to it by USCIB, which shall include the following:

(1) The establishment and maintenance of an ELINT Master Requirements List and the allocation of collection tasks;

(2) Negotiations with foreign governments (subject to NSCID #5)

(3) The direction of the National ELINT Center; and

(4) *Recommend*
The coordination of research, development and procurement.

(c) The members of USCIB shall establish, on the basis of budgetary and other arrangements to be worked out between them, a National ELINT Center to deal with matters of common concern to the National ELINT effort. The Center, to be headed by a Director selected by USCIB and approved by the Secretary of Defense, shall be staffed by personnel detailed to it by the Member Agencies, and shall have authority to hire full time employees, if this be found desirable. It shall perform such functions as may be assigned to it by USCIB or by the Executive Committee on ELINT, which shall include the following:

(1) Technical analysis and collation of such raw material as USCIB determines can be more efficiently handled centrally;

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(2) Making of recommendations to the Executive Committee on ELINT with regard to the coordination of processing operations in the field;

(3) Development of standards for the various ELINT processes, as may be required.

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N S C I D No. ____

ELECTRONIC INTELLIGENCE

1. Electronic intelligence (ELINT)* is an important and in some respects unique source of intelligence. Its effectiveness can be most fully realized if it is operated under a single policy direction with centralized analysis, interpretation, and with collection and technical guidance responsive to the needs of all interested elements of the Government. There must be provision for beneficial interaction and mutual support of ELINT and COMINT and for a unified mechanism for dealing with foreign governments in ELINT matters.
 2. The Department of Defense and its Military Services are principally involved in the national ELINT effort, and they have overwhelmingly the greatest stake in the effort. Effective military operations require that the authority of operational commanders over their integral ELINT resources be unabridged.
 3. In order to achieve the objectives set forth in paragraph 1 above while preserving the principles of military command, and pursuant to the provisions of Section 101 and Section 102 of the National Security Act of 1947, as amended,
- THE NATIONAL SECURITY COUNCIL AUTHORIZES AND DIRECTS THAT:

* ELINT is defined as the observation and processing for intelligence purposes of foreign non-communications electromagnetic radiations.

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4. Directive to the U. S. Communications Intelligence Board (USCIB)

(a) The U. S. Communications Intelligence Board (USCIB), in addition to its authority and responsibility as defined in NSCID No. 9, and without change therein or prejudice thereto, shall be the national policy advisory body concerning electronic intelligence (ELINT). It will develop recommendations concerning national ELINT policy including optimum development and utilization of ELINT resources, relationships between ELINT and COMINT, and policy arrangements with foreign governments in the field of ELINT.

(b) USCIB's recommendations concerning ELINT policy will be transmitted to the Secretary of Defense as the authority having responsibility for United States ELINT activities, for his guidance in the operation of the national ELINT effort. The Secretary of Defense will give due consideration to USCIB's recommendations and will be guided by them insofar as strategic and operational parameters permit.

(c) Any member of USCIB who disagrees with the actions of the Secretary of Defense or his designated agent in the operation of the ELINT effort, and who after consultation with the Secretary of Defense considers that this disagreement cannot be reconciled, may appeal to the Special Committee of the National Security Council. Military members of USCIB and the Director, NSA, shall file appeals only with the approval of the Secretary of Defense.

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5. Directive to the Secretary of Defense

(a) The Secretary of Defense has responsibility for United States ELINT activities.

(b) The Secretary of Defense may delegate within the Department of Defense in whole or in part, his authority in the field of ELINT as he sees fit.

(c) The Secretary of Defense will regularly seek the views and recommendations of USCIB in the development of policy governing ELINT programs and operations, and will make provision for optimum coordination and mutual support between ELINT and COMINT.

(d) The Secretary of Defense will make such provisions as he deems necessary to insure optimum development and utilization of all United States ELINT resources, in accordance with the principles set forth in paragraph 1 above, and subject to the provisions of NSCID 5.

(e) The Secretary of Defense will assure that satisfactory arrangements are made for adequate participation in the national ELINT program by the Department of State, the Central Intelligence Agency and the National Security Agency and other agencies of the Government consistent with their expressed interests.

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DEPARTMENT OF DEFENSE DIRECTIVE

ELECTRONIC INTELLIGENCE

ESTABLISHMENT

Pursuant to NSCID _____ and the authority vested in me, and subject to my authority, direction and control, the Secretary of the _____ is hereby assigned the responsibility and delegated the necessary authority to direct and supervise the consolidated processing, analysis, and dissemination of information on foreign non-communication electromagnetic radiations and to guide and coordinate Electronic Intelligence (ELINT) activities of the United States. In the development and application of ELINT policies and procedures, the Secretary of the _____ will give due consideration to recommendations of the USCIB and the advice of the JCS.

PURPOSE

The objectives of this directive are to consolidate United States ELINT analysis activities under a single direction, to guide and coordinate the collection of all ELINT information and to provide for optimum interaction and mutual support between ELINT and COMINT in order to produce efficiently the best possible ELINT results for all users.

The Secretary of the _____ will bring about the orderly consolidation

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of the separate ELINT analysis and processing centers heretofore operated by the several Departments and agencies. In carrying out these objectives, the Secretary of the _____ will not abridge the authority of operational commanders over integral ELINT resources in support of their operations nor the freedom of such commanders to exchange ELINT materials for their mutual support. Consistent with the over-all policies established by the Secretary of the _____, operational commanders will be authorized to establish such policies, procedures, and mechanisms as they deem necessary for the rapid lateral interchange of ELINT information.

MISSION

The Secretary of the _____ will provide, on a timely basis, over-all guidance and common services for ELINT, specifically to include:

- a. Central analysis and interpretation based on all ELINT observations and related COMINT. The results of the central analysis and interpretation will be made directly available to all consumers of this type of information.
- b. Effective and timely guidance to field collection agencies. Such guidance shall be expeditiously transmitted through appropriate channels as prescribed by the several Departments and agencies concerned. Such guidance will reflect the interests of all users and will provide for the coordination of and technical assistance to field activities to maximize their total usefulness.

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- c. Guidance concerning methods and procedures for the improvement and standardization of the operations and equipment related to ELINT collection, analysis, evaluation, and dissemination, and recommendations concerning research and development programs as appropriate.
- d. Support to the Department of State in its negotiations for the acquisition of intercept sites in foreign countries; and technical representation on behalf of the Government in ELINT discussions and negotiations with foreign countries.

ADMINISTRATION

The Assistant Secretary of Defense (Comptroller) shall arrange with the Secretary of the _____ and the heads of the other Departments and agencies for the financing of the consolidated activities provided for by this directive.

The Secretary of the _____ may reassign his responsibilities for directing, supervising and coordinating the ELINT activities as prescribed by this directive within the command structure of the Department of the _____. It is the intent of this directive that the Secretary of the _____ will provide for the performance of the functions of the consolidated activities within the organizational structure of his Department and that he shall not establish a joint agency for that purpose. This provision, however, will not preclude the establishment of such advisory committees or groups as may be considered necessary for the effective administration of the consolidated activities.

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In support of these activities, provision will be made for adequate participation of the other two military Departments, the Department of State, the Central Intelligence Agency, the National Security Agency, and other interested Departments and agencies in the management and operation of these consolidated activities in accordance with their expressed interest in and needs for ELINT.

The Secretaries of the military Departments shall assure active participation by their Departments through the detail of qualified military and civilian personnel to staff the consolidated activities and through such other measures as may be mutually agreed.

The Secretary of the _____, in collaboration with the heads of the other Departments and agencies, will issue the necessary implementing instructions to accomplish actions required by this directive. The Secretary of the _____ will periodically report on the activities under this directive to the Secretary of Defense.

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